

NEW BOOKS.

Federal and State Government During the Civil War.

It would be hard to exaggerate the actual and prospective importance of the relations that were maintained between the Federal Government at Washington and the State Governments of loyal States during the four years of civil war. The subject has been treated in some detail, and with results highly creditable to the historian, by Mr. James Ford Rhodes; but it was by no means exhausted, and we are glad, therefore, to see it discussed from a somewhat different point of view in a volume entitled *War Government, Federal and State, in Massachusetts, New York, Pennsylvania and Indiana*, by WILLIAM B. WEEDEN, author of the "Economic and Social History of New England" (Houghton, Mifflin & Co.). Mr. Weeden tells us in an introduction that long ago he urged upon the investigators of the records of the civil war that there was a great field for the study of government and the interaction of the national Union and those State Governments which in many aspects were really principalities, especially in the early stages of the conflict with the Southern Confederacy. As no one else would undertake the task, he has essayed it himself. It is true, as he says, that the right functions of the partial powers of the petty sub-kingdoms exemplified in the States north of the Potomac and the Ohio were hardly perceived in 1861. It was known, of course, that the States were not completely sovereign, any more than the United States, considered as a whole, was completely sovereign; but the magnitude of the attributes of sovereignty reserved to the States was by no means fully recognized. Debarred from coining money or levying war for themselves they undoubtedly were; but, as events were to demonstrate, they could levy war for the Union on the largest scale conceived at that time by any people, whether governed imperially or democratically. Those who were busy in putting down rebellious States seeking to form a new Confederacy forgot the importance of the mediatory principalities at the North. Because it was convenient for a bureau at Washington to put forth the national pulse, and levy on the whole body of loyal people, the bureaucrats were constantly overlooking the fact that the process was necessarily in a state of gestation. The central power of the Union, destined ultimately to be the hand of the citizen, had to be developed slowly. As long, indeed, as all citizens at the North were substantially in agreement, as they were in 1861, it made little practical difference how these powers were exercised technically; but when Republicans and Democrats at the North resumed their old party lines, as they soon did resume them, the materials for national issues of vital importance, were soon manifest to the understanding of the part of citizens might become semi-rebellious opposition in conducting local parties, and might make State Legislatures practically hostile to the national Government.

It is equally obvious that as the contest advanced and thickened the functions of the leaders of these minor principalities would be amplified. The term "War Governor" grew naturally out of the situation. The name itself was a recognition of the fact that he had been added to the office as previously it had been known in the ordinary civil routine of the State. The Governors, indeed, were detached but assimilated War Ministers, wielding the resources of their several subsidiary Governments, not only in execution of the law, but by mustering all the powers of their respective States according to the needs and under the requisitions of the national Government. Our author, like all other students of the period, bears witness that in most instances their energies were unbowed, while their executive resource and tact were unflinching. Their intercourse with the President and the Federal departments, varying according to the characteristics of each individual, affords unquestionably interesting ground for retrospective study. To depict the interplay of these powerful practical men of affairs with the authorities at Washington is one of the principal aims of the book. Chief among the great personalities developed in the office of Governor were Morton, Andrew and Curtin, whose services were continuous throughout the war. To our author's mind the contrast between these personages and Horatio Seymour of New York recalls Milton's vision of Gabriel and Michael arrayed against Satan and Moloch, though he admits that the amiable Copperhead—so he chooses to call Seymour—lacked the force of the rebellion.

Although the purpose of this book is national, the scope is limited to four States, and those Northern. The author recognizes that there would have been advantages in including all of the States—Southern as well as Northern—within the range of his inquiry. So much detail, on the other hand, might have encumbered the main topic, which consists in the actual relations of a State, as such, to the central organs of all the States.

In his first chapter Mr. Weeden traces the growth of Union sentiment through its first adumbrations and symbolic images in colonial times to its inevitable manifestation in welding the States into a coherent whole after the revolutionary contest. He shows that the half century or more following the establishment of federal government under the Constitution of 1787 was dominated in the higher regions of popular politics more by sentiment than thought, more by feeling than opinion. Though John Quincy Adams, that man of the right position, the mass of the States, so long as the sway of Union was dormant, was drifting toward the new element of control exercised by slavery. Yet events were to prove that Webster's memorable phrase, "Keeping step to the music of the Union," whether or not he uttered it measured its full significance, involved at once the inheritance of the past and the feeling of the moment. "The great ground of expression being the consciousness of the American people even while the process of disintegration wrought by slavery and cotton was going forward." That phrase of Webster's is pronounced more than a figure of speech, inasmuch as it brought the average citizen into accord with a profound principle thoroughly in harmony with the creative forces of the State.

Our author finds it not surprising that philosophical publicists, foreign observers or sociologists could not comprehend the instinctive passion for the Union which, so far as the Northern States were concerned, had become the greatest of the forces that were building up the American nation. "They consulted constitutions, adjusted technical points, noted lapses and faults, thinking they had set forth the American future in the light of past experience. Generally, they predicted failure for Demo-

cracy in the American form. Fortuitous circumstances, as they claimed, had enabled an endogenous Government to maintain itself in the absence of hostility, and consequently, adverse conditions would bring disaster. The inner process sketched in the book before us lay beyond and beneath them. Who, indeed, previously to 1861, could perceive the enormous forces, latent and mighty in a popular will, born out of the new conditions of America and trained by destiny to meet continental issues?

In a footnote on page 34 we are reminded that Dr. Woodrow Wilson, in his "American People," says that in 1860 the South still adhered to the primary conception of the Union, which was that of a federation to which the parties had acceded voluntarily and from which, therefore, logically they could withdraw at will. Dr. Wilson goes on to say that, on the other hand, "for a majority of the nation no conception of the Union was now possible but that which Mr. Webster had seemed to create and bring once for all to their consciousness." Mr. Weeden concedes that Dr. Wilson's statement is almost fair and entitled to consideration, but he stigmatizes the phrase "seemed to create" as an example of the process undergone by every intellect once befogged by slavery. The stigma is unwarranted. It would have been justified had Dr. Wilson credited Webster with the "creation" of the conception of the Union as indissoluble. He does nothing of the kind. He is careful to say "seemed to create," thereby marking sharply a distinction between the fact and the false impression of the fact produced on cursory observers. Dr. Wilson would be one of the first to answer in the negative our author's queries: "Could any philosopher or jurist, even a Webster, create such an overpowering force in government, the resultant sum of all the arts of civilization? Did Webster create the enormous power of Marshall, as brought by his tremendous reasoning force to the elucidation of the inevitable powers of government involved in the Union of the Constitution?" Dr. Wilson would doubtless be as willing as Mr. Weeden to quote with implied approval the statement made by Thayer in his "Life of Marshall" that "Marshall included not only the powers expressed in the Constitution but those also which should be found, as time unfolded, to be fairly and clearly implied in the objects for which the Federal Government was established. It was Marshall's strong constitutional doctrine, explained in detail, elaborated, powerfully argued over and over again, with unsurpassable earnestness and force, placed permanently in our judicial records, holding its own during the long emergence of a feeble political theory and showing itself in all its majesty when war and civil dissension came—it was largely this that saved the country from succumbing in the great struggle of forty years ago and kept our political fabric from going to pieces."

In the interplay of Federal and State authorities during the civil war—an interplay which was to culminate in an assertion of the nation's supremacy over the constituent States and in the temporary conversion of the President into a dictator—the result, of course, obviously depended to a certain extent on the personal qualities of the Federal and State Executives. Our author's portraits of them are among the most striking and interesting features of his book. It may seem hard to say anything new of Abraham Lincoln, but Mr. Weeden certainly considers him from a new angle of vision. Thus, referring to Lincoln's almost complete lack of instruction, in the ordinary sense of the word, and the extreme paucity even of his opportunities for self-education, our author lays down a principle which, once propounded, will scarcely be contested, namely, that while libraries stimulate a book education, all the mathematical training that Lincoln ever received he got for himself, when he found that he needed it in the work of land surveying. Six books of Euclid pored over and mastered, the intervals of his life were spent in the foundations of a logic which could grapple with Tanev or Douglas, Davis or Seward. The two books with which Lincoln was most thoroughly familiar were the Bible and Shakespeare. Touching this fact, our author suggests that though Lincoln may have been wanting in more direct acquaintance with the annals of Greece and Rome and with the lessons of European history, yet his intimate knowledge of the Bible and Shakespeare, and the ordinary sense of the word, and the extreme paucity even of his opportunities for self-education, our author lays down a principle which, once propounded, will scarcely be contested, namely, that while libraries stimulate a book education, all the mathematical training that Lincoln ever received he got for himself, when he found that he needed it in the work of land surveying.

Another discriminating touch in our author's portrait of Lincoln is his depiction of the current description of him as a "kitty man." Even Judge Douglas, who "knew him so well, spoke of him as 'full of wit.'" Our author is too keenly alive to the distinction between wit and humor to make such a mistake. "The mind of Lincoln," he says, "seldom discarded wit. Such a mind did not readily let the bookish lawyer, whose hard gleams of truth are strewn forth as from flint, or steel, or diamond, or glass. That assemblage of ideas—whether in remembrance or contrast—the play of intellect, fascinating the great wits of the world, did not attract the Hoosier transferred to Illinois." Mr. Weeden goes on to suggest that "wit shocks, humor touches, our fellows and our kind. Humor penetrates the individual and the separable, conveying the sense of humane emotion, feeling, mournful or funny, where people unite and move onward into large streams of compassion. All true orators have something of this power of passion that fuses their individual hearers into a 'living sea of upturned faces,' but only statesmen who are also prophets can carry this momentary passion into the larger personality of their constituents." Emerson is quoted to much the same effect: "What an effect! The ordinary statesman, the ordinary lawyer, the ordinary wit for a poet and writer. It is a genius itself, and so defends from the insinuations. 'His judgment, the sum of all the faculties, was unerring where justice and the greater issues of life brought his ethical power into full play; but in the myriad affairs of life he was like an elephant picking up pins. His dull sensitivity and confessed weakness left him open to the ordinary fitness of life.'" Our author considers that Herndon's close relations to Lincoln make his conclusions important as well as interesting. Herndon's summary of Lincoln's predominating qualities is, "first, his great capacity and power of reason; second, his conscience and his excellent understanding; third, an exalted idea of the sense of right and equity; fourth, his intense veneration of the true and the good." The estimate of Lincoln presented in this book closes appropriately with the tribute paid to him by Sir Edward Maites, who was secretary to Lord Lyons, British Minister at Washington during our civil war. "Abe Lincoln," says Maites, "was a great man—one whom the homely and loving appellation cannot belie. Of all the great men I have known he is the one who has left upon me the impression of a sterling son of God. Straightforward, unassuming, not giving work to his heart; mild whenever he had a chance, stern as iron when the public will required it, following a bee-line to the good

which duty set before him. I can still feel the grip of his massive hand and the searching look of his kindly eye."

Let us turn to the author's conception of Oliver P. Morton, the War Governor of Indiana. Inaugurated Governor of that State in January, 1861, Morton was a typical child of a Western backwoods community. "Brought up by an old fashioned Scotch Presbyterian aunt until 15 years old, his hereditary marked his early development. Strong, earnest, logical, reading widely and devouring the Bible by the way, he revolted from the narrow religious cult then prevailing in Indiana and became independent, as indicated by the well known term 'non-professor.' At some sacrifice, being intensely studious, he obtained a regular legal education, even attending school after his marriage. He was eloquent by sheer strength, a powerful and successful advocate. At first a Democrat, he helped in 1850 to organize the Republican party, and being possessed of unflinching courage and energy, of skill in handling men and of a clear perception of the impending issues, he became at 38 years of age the natural chief of the crisis, so far as Indiana was concerned. Hoar in his 'Autobiography' has testified that as a party leader Morton had no superior in his time save Lincoln alone.

Mr. Weeden directs attention to the sharp contrast which Morton felt between the life of Lincoln and his own. Lincoln learned by heart six books, and these included Euclid, which furnished, as we have said, his penetrating and overwhelming logic. "No one, not even Webster, excelled him in the grasp of a perplexed question and in lucid power of statement." Morton, on the other hand, had the advantage of schools substantially good, and of such culture as prevailed among intelligent and simply educated people in his environment. The minds of the men differed, and Morton's method was cyclopedic. A voracious reader, he was fully armed, and could shatter his opponent's position with a single stroke. His own argument was not so succinct. He gathered materials in heaps, and did not build up a case with architectural development. Though the matter was exhausted when he had finished an argument, he did not leave the hearer with a sense of emptiness and poverty of thought, as actual creation in place of the antecedent matter.

In his complete engrossment in his subjects our author discerns a phase of Morton's character wherein he differs from Lincoln. Morton was not self-conscious, but absorbed in the work of the moment, in the act of doing; he did not stand without and exploit the matter with a view to state, as Lincoln did. This quality made him a great Executive he was, and our author thinks that if Lincoln had had something more of the same Napoleonic power of action it would have been a great boon to the American Executive. Lincoln, on the other hand, instead of simply transacting the business in hand, generally stood outside of it and employed him in making a case which he could handle before the American people in a masterly manner. "Sincere in patriotic intent, he hardly ever lost himself in the force of creative action, and in the manner of a convention or laying plans for Congressional legislation. In the largest executive sense, the creative spirit, the eminent force of the imminent crises, did not enter into him and mould him to the work. Morton said to an immense multitude: 'I am not here to argue questions of State equality but to denounce treason and uphold the cause of the Union.' Such a speech naturally cleared the air." Such a speech naturally cleared the air. It was to Mr. Weeden strange that Lincoln, the great man, lived virtually the same way—though Morton was the more favored in early education—should have differed so much in their conceptions of the nature of the power required to subdue rebellion. "Morton was in himself, by his own superior foresight and tremendous executive energy, the power needed for the occasion. Enough always meant for him the overwhelming heap which no bounding circumstance could hinder him from conquering. He was a man of quiet living, can never be a revolutionary sufficiency. This appears in the swift recurring facts of the record, even more positively than can be stated now in sober words." That this overflowing patriotism did not exceed the limits of judgment seems to our author to be proved by the fact that the War Governor of Indiana maintained himself in his seat of authority throughout the most fiery opposition ever known under a constructive form. "Morton was the embodiment of State support, of federate government incarnate in the immediate local representative of the people; not merely an instituted Executive, but a thinking, acting head."

It is on pages 161-3, in connection with the controversy that arose at a critical period of the war between Major-General B. F. Butler and Gov. John A. Andrew, that a sketch of the latter's character is given. "It was the old story of the 'War Governor' of Massachusetts always rode into the lists of controversy with his visor up. 'Careless of himself in every way, if he could strike for the right and the true, as he conceived it, ardently and vehemently, he laid himself open to any covert attack and any captious misconception. While his eager and restless conscientiousness endeared him to the utmost heart of the people, it sent him more or less from court to court, and he was the more in the mass of the people, as this mass surged up to sustain and impel the State. The State is a body politic, both actual and moral; its Executive must bear all and forbear all." As Mr. Higginson, the military historian of Massachusetts, has testified, Andrew was frank and candid to a fault. "Concealing nothing of himself, he was impatient of reserve in others. Overconscientious, he was unskilled and untrained in the art of the campaign, however unscrupulous its motive." Higginson also concedes that Andrew made the worst mistakes in the selection of officers, "these mistakes arising almost wholly from his virtues." He could "not despise a man, poor, ignorant or black," but sometimes forgot that this sublime freedom from the practice of looking down on others was not transferable in the act of government to some applicant for office and might put the wrong man into place. Mr. Francis W. Bird, a capable man of affairs, member of the Executive Council and one of Andrew's intimate confidants, bears witness that the "War Governor" of Massachusetts was always his own master, and while yielding to men "superior to himself in practical capacity" was yet, in general policy, original and himself.

Yet he was wise, and his simple faith in both thought and word, winning men and the precious moments of that crucial time. His great power in impromptu speaking tempted while it aided him in an utterance too free for incisive or intense expression. Mr. Weeden recognizes that it was inevitable that a man of exuberant nature, in amplifying the state and the circumstances of the trying occasions and which his fortuitous cast, should magnify himself officially. "One who knew Andrew thoroughly said that while democratic and absolutely sympathetic with the people, he enjoyed not the conscious pomp but the external parade which duty set before him. I can still feel the grip of his massive hand and the searching look of his kindly eye."

North was brought under direct legislative and executive control by the Draft, and the government of the nation was consolidated at Washington."

In another chapter, entitled "The People Under Compulsion," we are reminded that the Secretary of War, in discussing the merits of the Draft in 1863, made no attempt to understate the reluctance of the loyal States to accept conscription. On the contrary, he admitted that a large majority of citizens at first regarded it as "arbitrary and unjust." Yet, after the bureau had extended the enrolment and conscription throughout the country, its officials could say with truth that it had brought the Administration and people nearer together in prosecuting the war for the Union. In Mr. Weeden's judgment "it was a severe but necessary support of the education of the people to the support of well founded and powerful Government. The Administration, by direct demand on the resources of the nation, showed the necessity of the occasion; the people responded, though at first reluctantly, to the imperative need. There was a certain mutual confidence created, which, though constrained in the beginning, became a natural and proper bond between Government and people. The necessary effort of government—compulsory conscription—was a great act of administration, executed as well as possible under the practical conditions prevailing at the time. The involuntary recruiting, indirectly compelled by the conscription, and substituted for the previous spontaneous efforts of the State, reinforced effectively the army of the State. It is true that the great State of New York—badly led, and influenced as it was by some recalcitrant citizens—blundered and opposed; but it could not stop the progress of the Draft. In Pennsylvania, although a majority of the State Supreme Court enjoined on technical grounds the execution of the Federal requisition, the citizens would not obey the injunction, and thus set the enforcement of the conscription. The great, in view of the conditions, legitimate power of the Union, proved overwhelming in this function, as it proved in many another, and could not be controlled and thwarted by an array of legal quibbles. The enrolment showed that on April 30, 1865, besides 1,000,516 soldiers and officers actually in the field, there were at home 2,245,083 men fit for service. The marvelous fact was revealed that, notwithstanding losses, there were more men properly subject to the law in the loyal States at the close of the rebellion than there were at its beginning. Immigration had prepared the way, while industrial invention and improvement had largely increased the product of each man at home." In the Confederacy, on the other hand, as early as April 30, 1864, the Bureau of Conscription at Richmond had reported that "fresh material for the armies" was no longer obtainable.

No one is likely to dispute the conclusion reached in the chapter that "the government was mainly established by the civil war, and its binding power immensely increased thereby. Possibly by no peaceful experience could the essential force of the democracy, working through Walt Whitman's units—masters in their own circles—have carried that mastering power through State and Federal relations into the larger articulations of the developed Union. War brought out all the latent powers of individuality in the communities; the conditions, immediately active, first impelled States and finally swept the Union itself into larger and wider organizations."

The great constitutional problem, mooted in 1788 by the Kentucky and Virginia resolutions, has been worked out in the conflict of war, and through the consequent legislative and judicial acts. The State Rights doctrine, supported as it used to be by the antique social and the modern unsocial institution of slavery, was overcome by the act of consolidated union which absorbed or subordinated many of the functions of particular States. "The whole State—the Union—inherited all the powers of civilization transmitted from centuries of tribal hordes, kingdoms and empires, from cities and republics. This historic evolution, including and embodying our civil war, cannot be studied too much or pondered too thoroughly. It is a mighty commonwealth." Mr. Weeden does but glance at the question whether it would have been better for civilization could the North have suppressed rebellion quickly and reestablished union in 1861-62 with a limited and regulated system of slavery instead of enforced and immediate emancipation. This problem is regarded as speculation pure and simple. The solution of it is pronounced beyond the ken of humankind. What is certain is that "never was a great emergency in history more fully developed and precipitated by the inexorable logic of events. Out of the agony of a nation divided against itself, out of the fiercest throes of battle came the freedom of the slave, for no one man decided the issue." To the same effect wrote Whittier in a letter here reproduced in a footnote to page 336. "The emancipation that was enforced by bayonets was the emancipation for which we [the Abolitionists] worked and prayed. But, like the Apostle, I am glad the Gospel of Freedom was preached, even if by strife and emulation. It cannot be said that we did it; we, indeed, had no triumph. But the work itself was a success." M. W. H.

Trinity College, Cambridge. There has been no lack of books about the universities of Oxford and Cambridge, each viewed collectively, or about the best known of English public schools, including, of course, Eton and Winchester, which, technically, are not schools, but colleges. A college, as the name implies, is a body of students, composed of volumes dealing separately with the colleges of the two universities just named. Each of these is to be written by members of the collegiate society with which it is concerned and is to aim at giving a concise description of the buildings, a recital of the origin and history of the community, an account of its collegiate manners and customs, of its past and present, and a record of its distinguished sons. The introductory volume of the series is devoted to Trinity College, Cambridge (E. P. Dutton & Co.). We need not remind any visitor to Oxford or Cambridge that no college pertaining to either university can vie for impressiveness or importance with Trinity College, Cambridge. It is possible, and even probable, that Christ Church, Oxford, would have done so for Wolsey's untimely fall, for it is well known that a large part of the revenues intended by him for his own foundation at Oxford were diverted to his royal master to Trinity College in the sister university. When Henry VIII. in 1545 determined to establish a new college at Cambridge, the greater part of the area of the present Great Court was already occupied by two colleges known as King's Hall and Michael House. The King compelled the two societies to surrender to him their charters and buildings

and acquired the other property on the site. He proceeded to endow Trinity College with the buildings and income yielding lands of the two bodies whose corporate life had been extinguished, additional revenues being transferred from religious houses recently dissolved.

There is reason to believe that the academy life of the students of King's Hall was not interrupted by the merger of that institution in a larger society, so that in fact the history of Trinity College goes back without a break to the days of Edward II. At first the members of King's Hall occupied hired houses, but they were established by Edward III. in the building known to Chaucer as Solar Hall. As this was built of wood the society in the quarter of the fourteenth century erected more substantial structures. King's Hall was an aristocratic foundation, and, almost alone among mediæval colleges, did not require poverty as a qualification for membership. Michael House, the other establishment absorbed by Trinity College, was also founded in the reign of Edward II., but it was designed for the reception of a master and six poor scholars, and the members were required to be in orders within one year after their admission. All students of the two houses can have had but little in common.

Almost from the beginning the new college acquired the preponderance which it has since retained in the university. As early as 1564 about a quarter of the residents in Cambridge University were members of Trinity College. At present the proportion is about one to five. Thus in the Michaelmas term, 1905, the number of resident undergraduates, B. A.'s and higher graduates in the university, were 1,585, 585, 45 and 125, while the figures were but 2,355, 353 and 643 for the whole university.

The original statutes of Trinity College regulated the daily life of members in minute detail. An undergraduate was expected to rise at 4:30, and after saying his private prayers to attend chapel service at 5; he then adjourned to Hall for breakfast, during which meal Scripture was to be read and expounded. From 9 to 9:30 he was to be in the hall, and from 9:30 to 10 he was to be in the hall, and from 10 to 11 he was to be in the hall, and from 11 to 12 he was to be in the hall, and from 12 to 13 he was to be in the hall, and from 13 to 14 he was to be in the hall, and from 14 to 15 he was to be in the hall, and from 15 to 16 he was to be in the hall, and from 16 to 17 he was to be in the hall, and from 17 to 18 he was to be in the hall, and from 18 to 19 he was to be in the hall, and from 19 to 20 he was to be in the hall, and from 20 to 21 he was to be in the hall, and from 21 to 22 he was to be in the hall, and from 22 to 23 he was to be in the hall, and from 23 to 24 he was to be in the hall, and from 24 to 25 he was to be in the hall, and from 25 to 26 he was to be in the hall, and from 26 to 27 he was to be in the hall, and from 27 to 28 he was to be in the hall, and from 28 to 29 he was to be in the hall, and from 29 to 30 he was to be in the hall, and from 30 to 31 he was to be in 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